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ABSTRACT

General conclusions regarding the uses of education in the development process reached by the investigators involved in the Michigan State Project in Non-Formal Education are reported and the rationale behind these conclusions is discussed. These broad questions being explored by investigators are noted: Historical Perspectives; Categories and Strategies; Country Comparisons; Learning Effectiveness; Economic Factors; Case Study Survey; Model Feasibility; Administrative Alternatives; and Participant Training. Several Areas for planning and action programs in non-formal education are suggested. (SHM)

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PROGRAM OF STUDIES IN NON-FORMAL EDUCATION

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A Report to the Administrator's Advisory Council

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Program of Studies in Non-Formal Education

Emerging Conclusions

The thrust of our studies to date pushes us toward four general conclusions regarding the uses of education in the development process:

(1) Education, as the enhancement of human potential and capability continues to be an indispensable ingredient in the achievement of development goals; indeed, education may help to set the very parameters for development;

(2) Education, as schooling, is a contributing but clearly insufficient ingredient for shaping development;

(3) Future planning must use <u>all</u> available educational resources, school and especially non-school, according to their capacities to meet the needs of societies in continual change; and

(4) Future action might well be directed at:

a. discovering and identifying the wealth of educational resources to be found in most countries;

b. reformulating educational policy as an enterprise transcending the formal schools; and

c. developing more total educational strategies and programs which are equal to the development tasks at hand.

This report expands on these conclusions, suggests some of the rationale behind them, and cites eleven arenas for planning and action.

The Michigan State Project in Non-Formal Education

The purpose of the project is to provide the LDCs with the beginning of a systematic base of knowledge on non-formal education in response to their growing needs for authoritative information. It is our hope that this knowledge will

contribute to educational planning, assist in the rational choice among various human resource development strategies, and provide options to both donor agencies and the LDCs.

We shall not burden this brief report with a detailed description of the project. (We do invite attention to the Interim Report, December, 1972, and the bibliography of our teams' 55 working papers.) Here, rather, we simply note the broad questions being explored in nine investigations commissioned in the contract. They are:

Historical Perspectives: the relationship of formal and non-formal education over time, with emphasis on trends and problems at various stages of development.

Categories and Strategies: by geographic area, delivery system, target group, objective and substantive content. Strategies for program development within specific categories.

Country Comparisons: the scope of non-formal education, its cost, relative importance, problems and limitations.

Learning Effectiveness: the components and variables which are most critical in non-formal education situations and processes.

Economic Factors: a systematic review of what is known about the relative cost advantage of alternative modes of education.

Case Study Survey: replicability in other settings, cost-benefit comparisons, problems of measurement, and variables important to success.

Model Feasibility: models of the human resource sector with full attention to the role of non-formal education within the total system.

Administrative Alternatives: for creating and managing non-formal education programs.

Participant Training: alternative designs for providing training in non-formal education.

Each of these studies is being conducted by a team of faculty members and research associates. Together, the teams are comprised of 14 faculty members and a similar number of research associates, representing such disciplines as economics, political science, public administration, agricultural economics, sociology and education. The work of the teams will be completed during the current year and reports published in early 1974. A summary report, drawing on all the reports and emphasizing especially the practical implications and applications, will also be issued at that time.

Substantive Highlights

The following are some pivotal considerations which arise in the studies and give support to the emerging conclusions set forth in the opening section.

(1) The limitations of the schools in performing developmental tasks are built-in and real. They are due to a variety of factors, including the nature of their clients, population growth, inefficiency, high costs, and irrelevance.

a. The Clients. The clients of the schools are principally school-age populations who range in age from 5-24, but the great majority are in the 5-14 age bracket. For the most part they are outside the production/development process. Most formal schools have little or nothing to offer adults.

b. Population growth. Due mainly to the population explosion the absolute numbers of school-age children <u>not</u> in school continues to increase. World wide, this number increased in the 1960's by 17 million for those between the ages of five and fourteen. If this trend continues through the 1970's the number of children in this age bracket not attending school will total approximately 230 million. In the Asian region alone it is estimated that 58 million of the 127 million more children who will be added to the total population in the 1970's will never enroll in school. In one African

nation, Ethiopia, nearly 72% of the children never even enter school. The conclusion seems almost inescapable: The needs of an increasing number of young people are not being met by the conventional schools.

c. Inefficiency. Through "wastage" a large percentage of the children who do enter school drop out before achieving a basic education. In half the countries of the world half the children who enroll in school fail to complete the primary cycle. In Ethiopia, of the 28% of the children who do enter school, only 14% remain long enough to become functionally literate.

d. High costs. Schooling costs are skyrocketing by geometric ratios. LDC school enrollments, world wide, are increasing at a rate of approximately 5% per year and doubling every 14 years. School expenditures, on the other hand, are increasing at an annual rate of approximately 10% and doubling every 7 years.

e. Irrelevance. Rigidity in the schools makes it difficult for them to respond creatively to changing social and economic needs.

What should be the role of the schools in future development planning? Unrealistic expectations have characterized the attitude toward that role especially during the last 25 years. The school does have a prescribed role to play with a limited section of the population. "But," as the Faure report concludes, "it will be less and less in a position to claim the education functions in society as its special perogative. All sectors - public administration, industry, communications, transport - must take part in promoting education. Local and national communities are in themselves eminently education institutions."

(2) The non-formal educational component of most LDCs is strong, sometimes vigorous, and frequently capable of further development and use. It is generally thought that roughly half of the educational effort of the LDCs is in the non-formal

sector, sometimes described as the "silent" educational system, since so little is known about it. Sheffield, in a selective survey, identified 80 on-going programs in Africa directed at pre-employment training, on-the-job and skill-upgrading, out-of-school youth in rural areas, adults in rural areas, and multi-purpose training. Niehoff and Wilder discovered that the 40 organizations in Ethiopia which they chose for study sponsor over 100 non-formal education programs.

(3) Collectively, these programs exhibit characteristics like these: (1) they tend to arise in response to immediate educational needs; (2) they are usually closely related to action and use; (3) they tend to be short, rather than long, term in duration; (4) they have a variety of sponsors, both public and private; (5) they tend to be responsive to local community requirements; and (6) they tend to shift emphasis or go out of existence when particular needs are met.

(4) In terms of their relevance to development these programs reveal their potential for: (1) getting at the human condition of those most likely to be excluded from formal schools, the poor, the isolated, the rural, the illiterate, the unemployed, and the under-employed, (2) for being carried on in the context of limited resources, and (3) for being efficient in terms of time and cost.

Planning for Action in Non-Formal Education

Future experience may alter our perceptions but, for now, we believe the following are areas which represent good possibilities for action.

(1) National Accounting in Education. Frequently non-formal education activities conducted outside the ministries of education are not regarded as being primarily "educational" in nature. Conversely, educational programs within education ministries are often not thought of as contributing to the process of development. Both kinds of contributions need to be included in the national accounts on education in order to make graphic that all development agencies contribute to the educational enterprise.

(2) Policymakers, Administrators, and Technical Experts. Many of these persons who work in agriculture, health, family planning and other fields typically do not think of themselves as educators. Yet, in the finest sense, they are. In the process of formulating non-formal education programs the role of these indispensable persons needs to be recast in terms of their educational functions. This may require new and creative retraining and in-service programs. In short, proposals for fostering programs of both formal and non-formal education need to be built into administrative plans within the total context of development.

(3) The Inter-face Between Formal and Non-Formal Education. There are at least four ways in which planning for non-formal education needs to take the formal system into account, and vice-versa: (1) the formal system may provide some channels and resources for non-formal efforts; (2) in some instances it may be possible to integrate the two systems, in order to eliminate costly duplication; (3) there is a continuing concern that the existing, often powerful, formal system may absorb, undercut or alter non-formal efforts; and (4) in some instances a natural continuum may be established for the movements of efforts from a non-formal origin to incorporation into a formal structure, and the other way around. Ideally, the aim of allocating functions to both formal and non-formal systems should be in terms of those tasks that each can do best.

(4) The Reward Structure. The reward structure of formal education is a major determinant in its attracting and holding power. The formal system's credentialling and certification power is also the cornerstone of its capacity to resist change and reform. In planning non-formal education careful attention must be given to assuring that projected rewards are realized.

(5) Communication Media. Normally the communication media available in developed countries are not available to the same extent in the LDCs. Or, if they are, they are beamed primarily to urban, rather than rural, problems.

Accordingly, in planning non-formal education programs in rural areas particularly considerable thought needs to be given to the limitations of the environment and to ingenious ways of using or adopting what is available.

(6) Surveying Needs and Resources. Since non-formal education exists in a great variety of contexts, an early step in planning and implementing is to discover what is already there. This is an especially important point in the use of non-formal education in development, since one of the main thrusts should be to build development on the existing base of activities and resources. Any intervention in non-formal education can gain significantly from informed exploration of present activity.

(7) Alternatives for the Pursuit of Educational Goals. The concept of non-formal education may have its greatest utility in forcing us to entertain the possibility of there being alternatives to tradition-bound patterns of education. Planning for non-formal education should ask: "What is the total thinkable array of ways in which this particular educational need might be addressed?"

(8) The Management of Non-Formal Programs. We think it likely that the management of non-formal education poses somewhat different problems than those arising in the formal system. For example, non-formal education serves different types of clients, personnel and program types than is usual in formal systems. It seems almost inevitable that the administration of non-formal education necessitates a shift to coordination and integration of public and private efforts, and a concern with articulation, evaluation and the collection and collation of information.

(9) External Funding. Decisions about funding from external agencies will be critical factors in the future development of non-formal education. Perhaps a few points are worth making: (1) programs with clear cut experimental dimensions are attractive funding possibilities; (2) consideration might be given to funding

comprehensive sectoral analyses which place both formal and non-formal education in the education policy context; (3) projects that center on relatively unexplored developmental goals, such as comprehensive rural development, population and family planning and employment generation may deserve priority; (4) a potential for meaningful evaluation of results would be helpful; and (5) consideration might be given to funding the development of organizational and administrative patterns that give some indication for achieving integration and coordination of system-wide educational efforts.

(10) Evaluating Non-Formal Education. Comparisons of programs depends upon having comparable blocks of data. By and large, the study and implementation of non-formal education has not yet yielded enough workable comparisons to make any very confident statements about the relative values of alternative programs. Still, the potential yield from evaluative studies suggests the importance of pursuing them. Through such investigations we can get at questions like these: Is it economical to incorporate non-formal programing into existing delivery systems?; under what conditions may non-formal programs be best used to achieve greater distribution of education?; to what extent can non-formal education use internal, and especially local economic resources?; and, in terms of learning effectiveness, are short term programs superior to long term programs?

(11) Network Building. Of major importance just now may be the expansion and refinement of national and international networks of non-formal program planners and practitioners. Once networks are built they need to be mobilized and utilized. As we mentioned earlier the conduct of surveys may be an important device for that purpose. National, regional and international conferences may be helpful, as may the publication and wide circulation of papers and monographs and the establishment of centers of activity in non-formal education.